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1 March 1960

MEMORANDUM FOR: Vincent Rock, OCDM

Vince, once again a swell job! To put us on a par with the other bureaucrats, suggest you insert on page 21 after first sentence of D:

It does perform a great deal of intelligence research, but this is in support of policy rather than research which arrives at policy recommendations. With this caveat, the DDI component of CIA of course does a great deal of policy-supporting research in fields where use of classified materials precludes drawing on outside sources. In this category would be extensive economic research on the Sino-Soviet Bloc, geographic research, biographic and graphic studies, scientific research on Bloc capabilities, etc., involving hundreds of analysts.

However, there have been a few external research projects undertaken in concert with the Department of State which have included some policy recommendations. The two examples given .....

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OFFICE OF CIVIL AND DEFENSE MOBILIZATION

**ROUTING SLIP**

TO THE FOLLOWING IN ORDER INDICATED

	NAME OR TITLE	ORGANIZATION	BLDG. AND ROOM NO.	INITIALS
1.	<i>Mr Komer</i>			DATE
2.				DATE
3.				DATE
4.				DATE

- ☐ APPROVAL  
☐ NECESSARY ACTION  
☐ RECOMMENDATION  
☐ RECOMMEND SIGNATURE

- ☐ PREPARE REPLY  
☐ NOTE AND FILE  
☐ NOTE AND RETURN  
☐ INFORMATION

REMARKS:

**Could I have your comments by Tuesday, Mar. 1st?**

**I would appreciate having your comments on the facts and the judgments as well if you care to take the time. If you don't have the time for written comments a telephone call would be appreciated.**

*Hold till final comes out!*

FROM	DATE
<b>V. P. Rock</b>	<b>2/26/60</b>
(NAME AND ORGANIZATION)	PHONE
(BUILDING AND ROOM NUMBER)	STAT

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February 23, 1960  
Vincent P. Rock  
185 Executive Office Bldg.

50X1

Draft for Comment

RESEARCH AND NATIONAL SECURITY POLICY

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February 23, 1960

**RESEARCH AND NATIONAL SECURITY POLICY****I. Introduction**

The Federal Government conducts and finances research activity on a major and expanding scale. There is no doubt that the Government is more research-minded than ever before. In addition, independent research on a large scale is a growing activity in industry, in the universities, and foundations.

Government conducted and financed research activity has as one of its major objectives the aiding of the policy maker at all levels of Government. In addition, there is research carried on for its own sake for the discovery of new knowledge and the illumination of existing knowledge. The purpose of this study is to assess the contribution which research is making and can make to policy formulation at the national security level.

In seeking to assess the scope of research activity both inside and outside Government it is not easy to draw a clear line between what is properly research activity and what is operations. The spectrum of research activity varies from "basic" or "pure" research at one extreme to a research-type activity carried on in conjunction with day-to-day operations at the other. In Government, for example, a major area of activity is directed to the collection of information or intelligence using the best research techniques available. This information is basic to day-to-day decision making as well as to research projects seeking to

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develop new instruments of policy.

In a word, what may be labelled the research community or research area is a composite of different types of activity which include intelligence, applied research, operations research, and basic research linked in varying degrees with operations and policy making. The various types of research are interrelated in that discoveries in one area can form the basis for research in another. What unites these activities is their fundamental similarity of approach and techniques. What differentiates them is their orientation toward differing objectives. <sup>1/</sup> Three categories of Government research and research-type activity stand out in terms of effort and manpower expended, weapons systems, intelligence and concern with expanding domestic welfare.

For the policy maker at the national security level the research or research-type activity that is significant is that systematic and intensive process which ties together all relevant information and research that has a bearing on major national security problems. This type of activity includes on the one hand, the evaluation of objectives and of their mutual consistency, the testing of the adequacy of the assumptions and the information on which they are based, and the efficacy of the means to attain them, and on the other hand the creation of new instrumentalities.

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<sup>1/</sup> The National Science Foundation defines "scientific research" as "systematic and intensive study directed toward a fuller knowledge of the subject studied." Such a definition shows that research is not a clear-cut concept.

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This definition suggests that the task of the researcher on national security problems is very similar to the process which the policy makers must themselves follow . The policy maker needs also to probe the validity of information, the basic assumptions, the adequacy of the means and the relevance of the alternatives. The basic difference is that the policy maker must make a choice among the competing alternatives. The function of the researcher is to provide him within the framework of the decision making process with a basis on which these choices can be made more rationally and within the broadest possible spectrum of information, analysis and possibilities.

Because of the inherent complexity and large element of uncertainty in national security problems, the successful application of research methods requires the talent of men who combine an ability to bring to bear wide knowledge of research findings with the creative imagination which generates new and useful ideas.

Men of different talents are also required. The problems of the policy maker must be made known. The research questions must be clearly framed. The relevant findings must be clearly and precisely presented. Men who have one foot in policy and one in research are needed to broaden and sharpen the communication between the two. Thus the policy maker and the researcher will be assisted in acquiring a mutual awareness of each other's problems and perplexities so that a fruitful flow of research can result to enrich the capability of the policy maker to make wise decisions.

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One outstanding characteristic of the vast mass of current research is its emphasis on the building blocks which go into operations and the making of policy at the departmental level. This is as it should be since the bulk of the research will normally originate in response to the needs at the departmental level. What, however, is equally noteworthy is the relative lack of research, as such, dealing with problems of national security at the highest level of synthesis and generalization. In a sense, all research or research-type activity has some implication for security at the national level, but such implications are themselves insufficiently or inadequately investigated. Moreover, in a number of important areas affecting national security there is little or no national security policy research.

Research on national security problems requires the integrated contribution of all the sciences, both natural and social. Yet, it must be recognized that the contributions of the various scientific disciplines to the policy process will vary a great deal. On the whole, the natural scientists at the present time appear to be in a position to make the largest contribution. This is not only because the Federal Government is putting only \$1 into the social sciences for every \$25 which goes into the natural sciences. It also arises from the nature of the problems with which the two groups of sciences deal. There is no escape from the fact that physical phenomena are more subject to quantification and verification--at least at the present time. On the other

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hand, in those problem areas in which there has been social science research support by the government over a period of years there have been significant advances. Unfortunately from the point of view of the policy maker much of the social science supported by the government is focused on the details of operations rather than on the problems with which he is confronted.

## II. Overall Scope of Government-Financed Research.

The vast and growing scope of Government-financed research may be seen from the following figures: For fiscal 1960, Federal obligations for the conduct of research are estimated at \$1.6 billion, up 60 percent from 1958 and up about one-seventh from 1959. <sup>2/</sup> These estimates exclude the related development expenditures which require a research-type activity. If the latter are included, the total would rise to \$8.2 billion for 1960, as compared with \$5.9 billion in 1958 and \$7.9 billion in 1959. Research and development expenditures now constitute about 10 percent of the national budget compared with 6 percent in 1958.

Furthermore, the classification of research expenditures excludes intelligence and data gathering which also require research techniques and are basic to many types of research. If an allowance is made for such activities, the total sums involved would be even higher.

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<sup>2/</sup> These estimates are based on the definition of research adopted by the National Science Foundation.

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The distribution of these funds reveals the great diversity of research activities financed by the Government. The great concentration is in the natural sciences with only a small amount devoted to the social sciences. Of the \$1.6 billion classified as research almost \$1.1 billion is devoted to the physical sciences, mathematics and engineering. Another \$450 million approximately is directed toward the life sciences, biology, medical and agriculture. Only \$58 million go to the social sciences.

There is, as would be expected, a heavy concentration of the funds in the departments having a bearing on military security and the physical sciences. About \$1.1 billion go to three agencies: Defense (\$705 million), Atomic Energy Commission (\$205 million), and National Aeronautics and Space Administration (\$153 million).

About \$500 million or somewhat under a third of the research funds go to enriching domestic welfare. The Department of Health, Education and Welfare receives about \$250 million, or one-half of the welfare research expenditures. Agriculture receives about \$114 million, or one-quarter; and Interior about \$50 million, or one-tenth of the welfare category.<sup>3/</sup> The balance of about \$85 million is scattered among the other agencies.

The Department of State, exclusive of the ICA, is listed for only \$309 thousand of which \$11 thousand is for the medical sciences and \$289 thousand for the social sciences. Equally small sums were listed for 1958 and

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<sup>3/</sup> Within this total, Interior will obligate \$8 million "to insure the conservation of the Nation's wild birds, mammals and sport fish...to encourage their maximum present use...compatible with their perpetuity." A praiseworthy objective even if man is not included in the mammals!

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1959. It should be noted that the small amount for State may partly be accounted for by the definition of research used for classifying expenditures.

The classifications available do not permit segregating the funds used for research on national security policy.

### III. Research Carried on by the Executive Branch Relevant to National Security Policy

The Executive Branch carries on a significant volume of research and research-type activity which has a major bearing on national security policy. In fact, without this research national security policy making would be less soundly based. However, the structure of this type of research and its place in the agency vary considerably between agencies. The Department of Defense, as may be expected, accounts for the preponderant share of this activity. In the other agencies formal research is on an ad hoc or intermittent basis, but their normal operations include a considerable research-type activity not formally classified as research.

Intensive and coordinated attention and substantial funds are directed to problems of research and development of weapons systems and to those of military strategy, but no equally intensive effort is given to the integration of the results of this research with the political, economic, and social

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implications. Nor are their comparable research programs concerned primarily with the political or economic aspects of national security.

The individual agency activities affecting national security policy are described below.

A. White House - Executive Office

Within the White House - Executive Office structure studies are initiated by the Special Assistant for National Security Affairs, the Special Assistant for Science and Technology, the Council on Foreign Economic Policy, the Bureau of the Budget, and the Office of Civil and Defense Mobilization. With the exception of OCDM, the important characteristic of the studies initiated by these offices, as distinguished from departmental or agency research, is that it is truly national in scope and orientation. It is rarely concerned with matters largely internal to any operating agency of government.

The Special Assistant for National Security Affairs, working with the Planning Board initiates studies of policy problems coming before it from time to time. The frame of reference may be developed by the National Security Council staff, by an interagency working group, or by the agency having the primary interest. These studies have relied for their content mainly on the contributions of the departments and agencies although occasionally a special task force, panel, or commission has been established with membership from outside the government. Recent proposals for studies have included (1) the relative power position of the U. S. and U.S.S.R. and (2) leadership in underdeveloped countries. From time to time background staff studies are also

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initiated in support of the development of specific geographic or functional policy papers.

The Office of Special Assistant for Science and Technology is concerned with all aspects of science having national policy implications. Its inquiries have ranged from an examination of ways in which government support of basic research can affect the vigor of graduate education to such matters as the feasibility of defense against intercontinental ballistic missiles.

In general, the studies are related to national policy in the following ways:

- (a) Studies of new scientific and technical developments that seem to have national policy implications with the aim of bringing these implications to the attention of the policy makers (e.g., study of technical means for monitoring nuclear testing).
- (b) Studies in response to a clearly-identified need for policy, where the need has been expressed by the policy makers to the Science Advisory Committee or to the Special Assistant (e.g., study of national objectives in the exploration of outer space.)
- (c) Studies leading to revision of existing policy because it is not clearly consistent with the scientific and technical situation, present or prospective (e.g., the Killian and Gaither studies).
- (d) Studies of program planning to implement national policy often point to the need for policy clarification in order to provide adequate guidance in determining which of several alternatives should be followed (e.g., air defense studies).
- (e) Studies in areas where national policy determination has inherent limitations, but where publication of the results of research will further public understanding and initiatives (e.g., science education).

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The Council on Foreign Economic Policy has initiated a number of studies bearing on national security policy. These included economic defense, East-West trade, the national security provision of the Trade Agreements Extension Act, and the enforcement of anti-trust laws as they affect relations with foreign countries.

The Bureau of the Budget does not initiate research immediately related to national security policy. However, from time to time it undertakes a limited number of special analyses on critical budget issues and also occasionally contracts with outside organizations for studies of important management problems within the Executive Branch.

The Office of Civil and Defense Mobilization has a significant research program. Its contract research for FY 1960 is \$4,000,000 on an appropriation basis; its budget for this purpose in 1961 is \$7,200,000. Very little of its program is specifically oriented to the formulation of national security policy. However, a number of its projects generate new facts and concepts which have a bearing on national security policy. Examples of these are (1) systems analysis of non-military defense, (2) control and allocation of consumer requirements under wartime conditions, (3) public response to readiness measures.

In addition, OCDM has under its direction the National Damage Assessment Center (NDAC) which has an annual budget of about \$1 million. The NDAC is an increasingly important center for the systematic analysis of problems relating to the nature of nuclear war and the utility of possible countermeasures, both active and passive.

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**B. Department of Defense**

The Department of Defense supports by far the largest volume of research which is directly relevant to national security policy. It is of three principal kinds.

First, a major research program is supported to provide guidance to the long range planning of research and development and for planning strategy and tactics.

Second, other research programs have as their objective improving the effectiveness of existing equipment and tactical units. While mainly focused on operating problems, these programs may also provide useful insights and information for national security studies.

Third, basic research, research concerned with the development of improved methodology, and selected reference studies are supported by the Department of Defense. These contribute new knowledge, improved methods of analysis and background of value to the policy maker.

Certain elements within the Office of the Secretary of Defense carry on national security policy research. <sup>oriented</sup> The Office of the Assistant Secretary of Defense (Supply and Logistics), for example, does research in the field of mobilization planning. The Office of Plans, International Security Affairs, does a considerable amount of planning and related research in the policy field in support of DOD activities in the NSC. Its work on the NSC paper on Outer Space is an example. Together with the Joint Staff, it is providing the input required from the DOD in connection with the Limited War Study now in preparation.

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At the Department of Defense level the principal instrument for the conduct of policy oriented operations research is the Weapons Systems Evaluation Group (WSEG). This Group was set up to provide the Department of Defense with comprehensive, objective and independent analyses and evaluation under projected conditions of war. It has dealt with (a) present and future weapons systems, (b) the influence of present and future weapons systems upon strategic organization and techniques, (c) the comparative effectiveness and costs of weapons systems and (d) target evaluation.

WSEG studies frequently range well beyond the technical characteristics of weapons systems. More and more, it is reported, WSEG is finding it necessary to deal with the political and psychological implications of our military posture.

WSEG studies have dealt with the following subjects, among others:

- (1) Air defense of Western Europe,
- (2) The credibility to Europeans of our intentions to use massive retaliation,
- (3) The effects of civilian morale on military capabilities,
- (4) The political, psychological, and economic consequences of fallout,
- (5) Evaluation of North American Air Defense,
- (6) The effectiveness of the NIKE ZEUS system and its relationship to fallout shelters as well as other systems.
- (7) An analysis of the chain of command, control and communications involved in response to various types of warning.

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(8) Analysis of our general strategic posture such as the survey of strategic weapons systems.

In the process of development are studies dealing with:

(1) The influence of changing international political environment on weapons systems,

(2) Command and control of forces in limited war with particular attention to the crucial importance of political restraints.

Each of the military services also sponsors and finances organizations which conduct a wide range of studies on problems of national security interest:

Dept. of the Air Force . The Air Force-sponsored PROJECT RAND is the largest of these with a contract currently running at about \$13.5 million. Rand was established as a result of the desire of the Air Force to enlist the help of scientists in the universities and industry "to assist in avoiding future national peril and winning the next war." While later definitions of the Rand task have been more specific, its general approach has remained in accord with the original concept.

Rand studies which meet specific needs of the Air Force are handled on a proprietary basis by the Air Force. In addition, a large part of its other research is published in the form of unclassified books and pamphlets. Examples of Rand reports which have gone directly to the Air Force include Soviet Atomic Blackmail and the North Atlantic Alliance, The Recoverable Scientific Satellite, and Stalin and the Uses of Psychology. Rand books have included The French Economy and the State, German Rearmament and Atomic

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War, Psychosis and Civilization, Strategic Surrender, and The Politics of Victory and Defeat. More recent Rand studies include Tactics and Strategy of Chinese Military and Foreign Policy, Khrushchev--His Political Character and Strategic Views, Soviet Economic Studies, The Export-Import Bank and Development Lending, and The Economic, Political and Cultural Factors Surrounding the Operation and Extension of the U. S. Base System.

The utility of Rand to the Air Force appears to arise as much from its continuing program of research as from the specific reports that are formally submitted. Its research in the past few years has moved in the direction of trying to design--not analyze--systems that will operate satisfactorily in some sense under a variety of contingencies. Rand seeks to design a system that will be insensitive to factors that are unpredictable.

In addition to Rand, the Air Force has a number of dispersed operations analysis offices which provide individual commands and staffs with ready and informal access to scientists specializing in techniques applicable to the analysis of air warfare. The annual salary budget for these groups is running at about \$1.6 million a year. They have concerned themselves with such problems as Runway Denial with Thermonuclear Weapons and Potential Advantages of a Nuclear Propelled ICBM.

The various directorates of the Air Force, Office of Scientific Research are supporting research which makes a contribution not only specifically for the Air Force but occasionally on broader political and military problems.

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For example, The Behavioral Science Division of the Directorate of Life Sciences is supporting selected research in psychology, sociology, anthropology, and related fields. It has entered into between 50 and 60 contracts for this type of research with colleges and universities throughout the country. These cover a wide range of problems, including (1) the social effects of air attack, (2) the identification of leaders and leadership characteristics, and (3) international communications. Contract research of the Behavioral Sciences Division alone is running at the level of approximately \$1 million a year.

The Department of the Army has relied heavily on the Operations Research Office of Johns Hopkins University for analytical studies of military problems of interest to the Army. ORO's regular program covers a broad area, including problems relating to strategy, operations, logistics, intelligence, and air defense. However, its scope is more limited than that of Rand. In part, this is because it is a much smaller organization with a current army contract of about \$4.2 million, and in part because it is operated under much more limited directives by the Department of Army. Nevertheless, it has conducted such studies as The Role of Supporting Weapons in a Future War, Strategic Airlift for the Future Army, and Military Vehicle Propulsion--Advanced Chemically or Nuclearly Fueled.

The Army also utilizes ad hoc committees and other groups to conduct studies of national interest, such as its recent analysis of integrated air and missile defense in the period 1965 - 1970.

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Other significant Army-supported research organizations include the Human Resources Research Office of the George Washington University and the Special Operations Research Office attached to the American University.

HumRRO, financed at the level of about \$2 million a year has been conducting research to improve the training and performance of U. S. army personnel. HumRRO research covers the field of motivation and leadership as well as the more technical training problems. Its capability, if appropriately supplemented, might contribute new light on the policies we are following in the training and assistance of military forces of underdeveloped nations.

SORO is concerned with the preparation of background material and guidance for psychological warfare and special operations in a large number of countries located principally around the periphery of the Sino-Soviet Bloc. The total effort is being financed at a level of about \$1.5 million a year. While its present studies are concerned with periods of actual conflict it may be that, if its efforts were appropriately redirected, it could make a contribution to U. S. policy in a period short of war.

Department of the Navy. Heretofore, the Department of the Navy has conducted its operations research activities on a somewhat more decentralized basis than the other two services. Currently the Navy is reorganizing these activities with a view to establishing a contract with the Institute for Defense Analyses (IDA) for support of a major long range study group. This plan involves a reorientation of other research activities of the Navy.

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Other major activities include the Naval Warfare Analysis Group which provides advice regarding missions, tasks and requirements of the Navy 10 to 15 years in the future. Civilian professionals for this organization are provided under contract with the Massachusetts Institute of Technology (MIT). Examples of its studies include Introduction of the Fleet Ballistic Missile into Service, National Implications of Atomic Parity, and Projection of Future Navy Budgets.

The Naval Analysis Group provides operations research studies in support of the research and development planning in the Office of Naval Research. Examples of its studies include Fleet Marine Force Air Defense 1960 - 1970 and Surface to Surface Missiles.

The Navy also has an Operations Evaluation Group which provides advice to the Chief of Naval Operations and to fleet commanders. This activity is conducted under contract with MIT. About half its efforts appear to be devoted to present day operations and the other half to future planning. The present contract with MIT is running at about the level of \$1.5 million.

#### Other Research Activities

In addition to the specific groups enumerated above, there are a number of other activities financed by the Department of Defense and the Services which result from time to time in studies which have policy implications. For example, all three services contract with the Stanford Research Institute on an item-by-item basis which totaled \$3.5 million in FY 1959.

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Finally a number of large defense contractors have organized their own operations research groups. On occasion contracts are executed with these groups for future weapons systems studies. More frequently the private corporation makes its own study and presents it to the Department of Defense in support of proposed weapons. While most of the studies of these corporate groups have been weapons-oriented, they are said to be initiating an increasing amount of long range strategic work.

### C. Department of State

The Department's direct interest in policy research is primarily within the field of the social sciences, involving the historical, political, psychological, and economic factors which affect the conduct of U. S. foreign operations.

The Department of State's needs for policy related research stated in descending order are as follows:

- (1) A sizeable capacity to perform certain research within the Department which cannot be performed adequately elsewhere, e.g.: that which is based in whole or in part upon certain sensitive, classified information or relates to highly sensitive, classified operations; that which examines and analyses research which has already been performed elsewhere so as to focus it upon the precise problems at issue within the Department;
- (2) A means to encourage private research and assure that its results will be available to the Department.
- (3) Access to all contractual research which is sponsored by other agencies (particularly the Department of Defense, the Services and the CIA) and which relates to the interests of the Department;

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(4) Occasional contractual research sponsored by the Department itself and addressed toward a specific need, normally technical in nature.

Policy related research within the Department to meet its stated needs is conducted primarily by the Bureau of Intelligence and Research and the Policy Planning Staff.

The Bureau of Intelligence and Research is responsible for providing the State Department with political and social research for the entire world and economic research for the entire world with the exception of the Sino-Soviet Bloc. It is concerned with 108 different sovereignties. The Bureau of Intelligence and Research views its task as reporting on what the situation is in a given area, what the facts are, and interpreting the acts of foreign nations to departmental personnel. It does not view the making of recommendations about what should be done in a particular area as part of its research task.

Out of a total staff of about 250 to 300 analysts in the Bureau of Intelligence and Research half are involved in the preparation of the economic, political, and social chapters of the National Intelligence Surveys. In addition a large part of staff time (approximately 30%) is taken up with "overhead processing" which has as one of its main components following the cables coming in from the field. The Staff of the Bureau of Intelligence and Research is also responsible for the State Department review and recommendations on the political, economic, and social chapters of the National Intelligence Estimates. It makes the bulk of the Department's contribution to the Current Intelligence Digests and participates in the work of the Watch Committee.

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Occasionally, comprehensive studies are undertaken interpreting a broad series of foreign events. Examples of these are (1) the meaning of the Soviet economic offensive, (2) the prospects for the competition between India and China, and (3) the causes of U. S. friction with Canada.

The Policy Planning Staff is composed of approximately a dozen officers and is engaged in the analysis and synthesis of departmental information and views in response to the requirements (immediate and long range) of the National Security Council and the Secretary and other senior officials of the Department.

In addition to the Policy Planning Staff and the Bureau of Intelligence and Research, the Regional Bureaus and functional units in the department carry on research mainly on current problems. Generally the volume of information on the current situation is so great, the need to follow and react to current actions of foreign nations so constant, the requirements for adapting and maintaining present policy in the light of rapidly changing conditions so insistent that little time is available for systematic and detached study of longer run alternatives.

The External Research Division of the Bureau of Intelligence and Research is the primary vehicle for maintaining contact with research outside the department, both private and contractual. This division maintains liaison with universities, foundations, research institutions, and private scholars. It keeps files on all relevant research. Lists and reports of this research are circulated both within the Department and to other agencies. The division also maintains and circulates lists of all governmental contractual

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research on foreign areas.

Through this means the Department of State appears to have adequate information on and access to the political, economic, and sociological research on foreign areas conducted under government contract. Other government research which may be relevant to the Department's responsibilities is not equally accessible.

In contrast with the Department of Defense, the Department of State which has a small research budget sponsors a very small amount of contractual research--less than \$15 thousand of such research during the past year. However, the Department has recently revised its need for contractual research and is requesting \$400 thousand for this purpose in FY 1961 mainly for the specific problem of possible forms of disarmament control. *Special case*

The Department believes, however, that to a considerable extent private research responds to an expression of the Department's needs as conveyed by the External Research Division, by the Policy Planning Staff, and by the individual offices.

#### D. Central Intelligence Agency

The Central Intelligence Agency considers that its mission confines its research to operational and staff support categories. It performs intelligence research, but this is in support of policy rather than research which arrives at policy recommendations. However, there have been a few exceptions which have been undertaken in concert with the Department of State. *a great deal of*  
*semi-*

*In this category would be extensive economic research on the Soviet Union, geographic research, scientific research on the U.S.S.R. involving hundreds of analysts.*

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The two examples given are the work of the Center for International Studies of MIT (CENIS) and the Senior Research Staff, Office of the Deputy Director Intelligence.

Most of CENIS research is directed toward obtaining a better understanding of foreign countries and problems, i.e., intelligence research. But two of its projects may be considered as having policy implications.

The first of these is the Africa project which was undertaken initially to provide much needed information on the area but will probably develop ideas suggestive of policy decisions, such as a suggestion for a multilateral trade organization in the area.

The second CENIS project is the U. N. study which is aimed at developing information that might point toward possible U. S. government courses of action for utilizing the U. N. to further U. S. objectives. In the course of this project its Director has made certain policy suggestions to appropriate Department of State officials.

The Senior Research Staff of the Office of the Deputy Director Intelligence, in concert with the other offices within CIA and State and using private consultants, undertakes to examine questions in the field of international communism. The results of this work are intended not only to be informative but suggestive of possible courses of action.

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**E. United States Information Agency (USIA)**

In the policy area the Agency's research is primarily concerned with the psychological dimension--how policy is seen and interpreted. This research is of three different kinds.

USIA carries on a program of attitude research. It has evaluated the psychological impact of Presidential travels, the growing program of cultural exchanges and English language teaching, American programs of space exploration and the U. S. military posture. Many sources of information are used to obtain insights into reactions to U. S. policies abroad. The primary data utilized is from scientific public opinion surveys carried on under contract mainly through indigenous opinion research organizations in an increasing number of countries. Special studies have also been conducted, such as the basic "aspirations" study in Guatemala and a study of the underlying roots of nationalism in Brazil.

The USIA states that its research program seeks to provide the facts needed to answer such questions as

To what extent have Soviet space achievements undermined U. S. pre-eminence in scientific development?

Is Anti-Americanism on the rise or decline in particular countries?

Is neutralism increasing or decreasing in particular countries?

Is public support for NATO strong or weak?

What are people's understandings and misconceptions about U. S. economic and military aid?

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USIA believes that, in addition to providing current information on the reactions to important U. S. policies, the opinion survey information may also be likened to the collection of meteorological data. Regular collection of comparable information at periodic intervals over time, it is believed, will provide the basis for the development of more sophisticated methods of evaluating and influencing public response to U. S. policies as well as to predicting the possible response to proposed policies.

also

USIA /supports basic communications research. Areas of current study include analysis of (a) the values, attitudes, and communications habits of foreign peoples, and (b) research in the problems of mass communications. These studies seek better answers to such questions as how best this country can achieve credibility, and does "understanding" actually contribute to the achievement of U. S. political objectives ?

USIA has undertaken a few broad studies of communications abroad by the major media, such as press services and book publishers, but the potential of the contacts of voluntary associations, economic organizations-- both business and labor--and cultural and personal relationships has not been covered. In this area the Bureau of Cultural Affairs in State has negotiated with private foundations to undertake inventories of private organizations with contacts and potentials abroad.

USIA's estimated research budget for 1960 is \$336 thousand of which \$136 thousand is for contract research.

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**F. National Aeronautics and Space Administration (NASA)**

The NASA is presently supporting research on the economic, social, political, international, and legal implications of space activities for peaceful and scientific purposes. This research, carried out under contract, is directed by NASA's Committee on Long Range Studies. NASA has recently entered into a contractual arrangement with the Brookings Institution for an approximately \$100 thousand project intended to produce the design of a more extended program of research and study in the areas indicated. In addition, NASA has entered into a contract with the Rand Corporation for a study of certain specific economic and international aspects of space technology and activity at a cost of more than \$200 thousand. The 1961 budget is intended to provide \$500 thousand for studies of a related character. All of these amounts are for research in the social sciences as contrasted with the many other contractual arrangements of NASA which mainly involve the natural sciences and technology.

**G. Atomic Energy Commission (AEC)**

While the AEC supports extensive research in many fields both within its own facilities and by outside contractors, little or none is considered to be directly related to national security policy. For example, the Commission conducts and supports extensive research for weapons development and on the effects of radioactivity. While this research can be said to affect in some degree our national policies, it is not directed toward determination, evaluation or modification of national policies as such.

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#### H. The Treasury Department and the Department of Commerce.

These two agencies, although concerned with the economics of national security policy, are not engaged in any significant degree in research directly relevant to the formulation of national security policy.

The Treasury Department not only does not engage to any significant degree in research directly relevant to national security policy but in addition does not maintain any official or formal relationships with individuals in outside agencies carrying on outside policy research of interest to the department. However, individuals within the Treasury seek to keep abreast of research being conducted by outside agencies and other governmental agencies which has a bearing on the responsibilities of the Treasury Department.

The Treasury Department states, however, that there is a considerable amount of private research on matters of direct Treasury responsibility which also has a bearing on national security policy. Treasury in these instances makes a special effort to become familiar with and to take advantage of private research. It also states that in one instance a senior Treasury economist was assigned to work full time with a group engaged in an extensive research project relating to world economic practices under the sponsorship of the Business Advisory Council of the Department of Commerce.

The Department of Commerce does not have any staff or segment whose primary responsibility is directed to research related to national security policy. However, a number of its primary organizational units are

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engaged in research projects and activities, the results of which could have bearing on the determination of the national security policy.

These include

The Coast and Geodetic Survey research pertinent to marine and submarine warfare;

The Weather Bureau meteorological research with respect to the Antarctic satellites and worldwide fallout;

The Business Defense Services Administration research on the management of resources under various defense emergencies; and

The Maritime Administration research to determine the peacetime and wartime requirements for the U. S. merchant marine.

Departmental organizations such as the Bureau of the Census and the Bureau of Standards provide services or conduct research in cooperation with agencies of the government, such as CIA, DOD, and OCDM, who are more intimately concerned with national security.

#### I. The National Science Foundation

The National Science Foundation is charged with promoting basic research and education in the sciences, appraising the impact of research and making studies and recommendations regarding the nation's scientific research effort. The Foundation's charter leads it to be primarily concerned with the acquisition of knowledge rather than the uses that might be made of knowledge in the interest of the national security.

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Nevertheless, certain of the Foundation's research provides a relevant input for studies of the relation of science and national security. These include (a) analyses of the nation's scientific effort, (b) research on the economic and social impact of scientific research and technological development and (c) studies of the supply, demand, and utilization of scientific and technical manpower.

#### J. Department of Justice

The Department of Justice carries on limited research concerned with internal security matters. A continuing review of law journals, periodicals, and other publications containing studies by governmental and non-governmental groups of issues in this field is carried on. In addition, the Department has recently conducted an exhaustive study of martial rule in connection with the emergency planning in event of nuclear attack. It has also prepared a comprehensive survey of the various statutes, executive orders, and programs in the internal security field and an evaluation of their adequacy. Thus it has sought to determine whether there exist loopholes in our security which can, consistent with constitutional guaranties, be closed.

#### IV. The Process of Relating Research to Policy Problems and Possibilities

The role of the top policy maker at the department or agency level in the process of initiating or, indeed, using research is generally not a direct one. Most research is initiated by the advisers to the policy makers and by the operators. Thus the character of the research undertaken is strongly

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influenced by specialized functional or operational interests. In some agencies steps have been, or are being taken, to meet more fully the research needs of the top policy maker. The logical instrument for accomplishing this is through the policy planning staff of the individual agency. The policy planning staff is concerned with the total program and has a unique identity of interest with the top policy maker. It is in his interest to have it play an active role in initiating and guiding research.

For the policy staff to perform this function requires recognition by the top policy maker of the distinctive contribution of research and its role as one of the essential staff elements in the decision process. The experience of top officials in the use of research varies widely. Their opinion concerning research ranges from an implicit belief that research can provide answers so precise as to take the place of decisions to a confidence that decisions can be made as well without the contributions of research. The facts are somewhere well within the extremes.

But even when properly viewed, assimilation and use of research presents problems for the top official. Many of these involve the time factor. On the one hand he does not have time to read or hear all the research results which might have an important bearing on his problems. Most particularly he does not have time to hear and assimilate specialized research results and knit them together into a coherent whole relevant to the broadest problems with which he is confronted. The degree of impact of research results on

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the policy maker is thus heavily dependent upon the role of advisers in communicating and coordinating this research. On the other hand, the timing of the initiation and conduct of research presents an equally serious problem. Both foresight and proper organization are required if research is to be initiated in time for it to be conducted on a careful and systematic basis and yet be available in time to influence decisions to which it was pointed.

The policy planning staffs have an important role to play both in consolidating and synthesizing research results to conserve the time of the top official and in forward planning of over-all research so that its results may be timely. For this they require staff that is not only familiar with the policy process but with contributions and limitations of research as well.

#### Role of the Policy Planning Staffs

Generally speaking, the policy planning staffs of the various departments and agencies have a voice in shaping the research program. As a rule, however, they are more concerned with specific, immediate requirements than with the adequacy and responsiveness of the total research program to the needs of the top official. They generate research needs but do not normally provide policy guidance. They seldom have staff assigned full time to identifying and synthesizing research with policy implications. This is left to the specialized research staffs. Yet their role is salutary and useful as far as it goes. Its expansion and intensification would be valuable to the top official.

Following is a brief resume of research oriented activities of the planning staffs of the departments and agencies.

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In the Department of Defense the need for an over-all approach to research bearing on policy has been recently recognized. At the present time the Office of the Assistant Secretary for International Security Affairs (Plans) is providing the staff support for an effort being made by the Secretary of Defense to compile a bibliography of current studies on basic defense problems, including research having major policy implications. The primary objective of this bibliography is to insure the proper time phasing and availability of these studies so that maximum utilization can be made of it by the policy-making officials of the DOD; a secondary objective is to reveal gaps in present research activities of the Department in order that they can be remedied by the initiation of studies which may be helpful in the decision-making machinery.

The limited research effort of the Department of State is programmed in response to the requirements of the NSC and to the related schedule of intelligence estimates as well as to the specific needs of the Secretary and other senior officials of the department. The Policy Planning Staff in State works closely with the Bureau of Intelligence and Research, and the Bureau is responsive to the specific needs of the policy staff. In addition, a considerable volume of private research is said to respond to an expression of the department's needs as conveyed by the External Research Division and the Policy Planning Staff as well as individual offices. Indeed, the Department of State views the Policy Planning Staff itself as, in one sense, a research organization.

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In CIA the Deputy Director for Intelligence, who is also the Agency's representative on the Planning Board, has direct cognizance of the two primary examples of policy related research which were cited, *and tailors the agency's intelligence research to the needs of the NSC and policy departments.*

In USIA the policy planning staff and research organization work together in the development of the research program. The original initiative for the USIA program of periodic opinion surveys seems to have come from President Eisenhower himself in 1956.

NASA provides policy research direction through its Committee on Long Range Studies. NASA's representative at the Planning Board is a member of this Committee.

AEC, although it does not list any current policy research, does indicate that it has recently established an office of plans which is setting up a planning system within the organization by which research planning initiative and utilization may be more formalized than in the past.

The Treasury Department and the Department of Commerce do not have any formal arrangements for initiation of research related to national security policy.

In OCDM the representative on the Planning Board is responsible for review of the entire research program.

The National Science Foundation reports that its studies come about through interaction between organizational units charged with the conduct of surveys and units carrying on operating programs.

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Control

The degree of control over research by those initiating and financing it varies widely. At one extreme there is a highly formal structure with directives or annual work programs and close control over the operations of the research organization by the area initiating the research. At the other extreme is a semi-free-wheeling, looser type of control with the researcher playing the major role in originating the research projects. In practice, there is some mixture of both types regardless of the formal structure since the nature of ideas is such that they may originate anywhere. Whatever the origin of the project, provision must normally be made for joint development and agreement on the research problem if productive results are to be achieved. The policy maker must be concerned with the freedom of the researcher as well as his responsiveness.

Illustrative of the mixture of formal and informal arrangements for initiating research is WSEG's relationship with the Department of Defense. Formally, assignments are made by directive from the Joint Chiefs of Staff or the Director of Research and Engineering. Informally, the terms of the directive are usually worked out between the staff of WSEG and the office initiating the directive.

In contrast Rand's formal freedom to initiate and shape its research program is conditional and, indeed, limited by the submission of numerous Air Force suggestions and requests for studies as well as the general review of the Rand program conducted periodically by a military review committee. Nevertheless, the scope of the total Rand effort permits the granting of

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considerable latitude to the individual researcher without critically lessening Rand's over-all responsiveness to Air Force requirements.

### Coordinating Research

Most research relating to national security is in the first instance considered a function of the agency to whose mission it is most closely related. But research in fields removed from the primary mission of a particular agency may be of interest and importance to other work it is undertaking.

For some types of research, mechanisms for interagency coordination at the initiation stage are now in existence. For example, the Economic Committee of the U. S. Intelligence Board formulates the general specifications for and approves all contractual research in excess of \$5000, which is within the scope of the Committee's concern and is proposed by any of its member agencies.

The Department of State's External Research Division presently serves as an interdepartmental clearing house and coordinating center for all governmental contractual research concerning foreign affairs in the field of social sciences.

The DOD also has a number of internal mechanisms for keeping track of the research done by the various elements of the department.

These arrangements leave gaps in the coordination of initiation of research. Research is going forward which does not fall clearly in either the military or foreign policy field but which involves a number of aspects of national security policy, without adequate provision for interagency coordination. Examples of these are certain of the WSEG studies, such as those dealing with limited war and public morale and military strength. In addition, certain less comprehensive studies such as those dealing with the implications of outer space being sponsored by the NASA might benefit from somewhat more formal inter-

agency comment at the initiation stage.

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### Access to Research Results

Limitation on interagency access to research results limits their use.

While there is good communication of research "thinking" among the various research organizations, there is frequent lack of communication of research results among policy makers.

Extensive informal relationships exist among the research workers of the various agencies, contract groups, and outside organizations concerned with the various elements of national security. Indeed, a considerable amount of the time of research organizations is devoted to discussions with and in a sense permeation of the work of other research groups. The degree of permeation of the research group in one department of the activities in other departments, of course, depends in part on the scope and character of its own research activities.

Rand has possibly carried this process of informal organization to its optimum point. Rand is not only in contact with other groups in the DOD but has lateral contacts in a number of departments and agencies. In addition, it maintains contacts with a considerable number of university and industry research centers through the use of consultants and exchange of personnel as well as through the normal activities of its staff.

In contrast with the flow of research thinking there are serious impediments to the transmission of results of research to agencies other than the one initiating the research. The initiating agency feels that it has a proprietary interest in research which it has initiated and paid for out of its appropriated funds. It is particularly sensitive to the misuse of research findings. It

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feels that they may not always be treated as simply one input, though a critically important one, to the decision making process. Moreover, if an initiating agency seeks to give its research groups maximum freedom to arrive at objective conclusions and recommendations, it may find that the conclusions of research do not support the current policy and programs of the agency in every detail. In these instances the agency is particularly sensitive about making the results available to other parts of the government in the fear that the conclusions will be used against it. Thus, unless carefully safeguarded, providing wider access to research conclusions may result in limiting the freedom of the research worker.

Yet many of the problems of national security policy cut across departmental and agency lines. The present arrangements for the distribution of research results do not result in the maximum interdepartmental benefits. For example, WSEG studies initiated by the Joint Chiefs of Staff on completion are sent to the Joint Chiefs who control the distribution. While a number of copies may go to each of the services, neither the Secretary of State nor any official in the White House normally receives a copy. <sup>How does CIA.</sup> Only on a rare occasion do studies or parts of studies receive limited distribution outside the military services.

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While protecting the proprietary interest of the initiating agency, increased access to important studies in the military and political fields appears on balance to be desirable.

#### Research Lists and Abstracts

The major departments and agencies currently prepare lists of some types of research products and distribute them to interested officials of other agencies. In addition many of the agencies support specialized listing and abstracting services. In the natural sciences the problem of keeping up with research results, both U. S. and foreign, has been the subject of an intensive study during the past year.

Improvements in organization, coverage, and distribution of research results are beneficial. However, the benefits will largely accrue to the researcher rather than the policy maker. The volume and diverse character of research reports precludes the policy maker and operator from making direct use of lists and abstracts except under very special circumstances. For example, a very selective list and abstract of major studies in the national security field, if given special handling and prepared by personnel familiar with current and upcoming policy problems might be useful.

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### Information Management

The volume of information flowing into the major departments from domestic and foreign sources is overwhelming. Research results are only one part of this--though an important part. Faced with this mass of information a number of the departments and agencies have sponsored research and studies on new methods for storing, retrieving and utilizing information. Major industrial concerns are faced with a similar problem and are also undertaking studies in this area. While no one solution is universally applicable, the progress made in one department or agency or for that matter in industry may be applicable with proper adaptation to other departments. Increased governmentwide attention to the problem of information management appears needed. Improvements in this field, however, are unlikely in the immediate future to make a direct contribution at the national security policy level.

### Publication

The publication of research results in unclassified form serves two purposes. First, it makes available to outside researchers the work performed or financed by the government and thus fosters the progressive development of the field of research. Second, publication of research permits a wider audience of policy makers and opinion leaders to be reached than is possible if the research conclusions are simply sent up the chain of command within the sponsoring agency. However, publication of government-sponsored research presents problems. As the DOD points out, this is particularly true of areas

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heavy with uncertainty. In these areas reasonable differences of opinion with respect to desirable strategies and policies may remain even after the conclusion of a particular research project. Moreover, research studies may not take into account all of the factors with which policy makers must deal in arriving at a decision. Thus in the case of research dealing with the sensitive area of national security policy, it is clear that publication has only a very limited role to play in informing the public.

### Presentation

The two principal techniques relied on for increasing the policy makers' awareness of research results are (1) accumulative effects of regular and informal contacts and (2) formal presentation of research results. The techniques are, of course, not mutually exclusive.

The accumulative effect or "seepage" technique appears to be most useful in communicating the results of research which have not been specifically synthesized or timed to meet the needs of the policy maker. It also may be more useful at the operating level.

Formal presentation of major research results to top policy makers and their staffs is a necessary and valuable technique, but it too has its limitations. In large organizations like the DOD the assimilation and presentation of results of operations research studies to the top executives remains a continuing problem. The same problem no doubt exists in the Department of State and to a lesser degree in other departments and

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agencies. It is particularly acute at the White House-Executive Office level because of the limitations of time. In short, no technique can substitute for the synthesis and communication of relevant research results by policy planning staffs and other top advisers.

#### V. Government-Financed Use of Outside Agencies and Individuals

All the departments and agencies use outside research talent to a greater or lesser degree, some of it on problems bearing on the national security. Outside talent, as already pointed out, is widely used by the Department of Defense and by CIA, seldom by State, and rarely by the Department of Commerce. The use of outside talent falls into four main categories:

- (1) Consultants either as individuals or advisory committees,
- (2) Contracts for special "one time" policy or operating problem assignments,
- (3) Contracts for specific "selected basic research,"
- (4) Broad continuing contracts for services of "special organizations."

Many agencies maintain a roster of consultants who are used on an intermittent basis as advisers on both operating and policy problems. Frequently these consultants are people with established reputations in their own field who have some continuing familiarity with the programs of the agency. They may be brought in to advise the policy officials or internal research organizations directly. They also serve as advisers to contract research organizations who are undertaking continuing work for the government. A systematic survey

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of the use of consultants in the policy area has not been possible but the number may be quite large--running into the hundreds. Organizations like WSEG and Rand, for example, each have a roster of more than 100 consultants. Some of these may be used rather intensively while others may only be called in once or twice a year as the occasion demands. Their compensation ranges from the normal \$50 a day when employed directly by the government up to as high as several hundred dollars a day for rare talents employed by contract research organizations. Illustrative of the problem the government has in tapping rare talent in some fields is the fact that a number of leading mathematicians are now receiving \$1000 a day for their services as advisers to defense industries.

Special "one-time problem" contracts may involve a few thousand dollars up to several hundred thousand dollars. The contracts may call for the design of a research program, the collection of statistical economic, or attitude information on the study of a particular problem confronting the government. These arrangements permit the government to obtain information or opinions without setting up a permanent organization--to get the milk without buying the cow.

A number of agencies support "selected basic research" in addition to the general support for basic research provided by the National Science Foundation. This is done by contracting with individuals or institutions to conduct studies in fields which when adequately developed may provide a more scientific basis for government programs.

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Finally the government, and particularly the Defense Department, has entered into continuing contracts with a number of institutions. Under these contracts special research organizations have been established or expanded to work on a whole range of problems faced by the contracting agency. Rand, the Operations Research Office of Johns Hopkins University, and the Operations Evaluation Group at MIT and the Center for International Studies at MIT are examples of this type of an arrangement.

The Government's contractual relationships with organizations of this type permit (a) creation of a special environment to attract outside scholars and scientists from universities and industry, (b) flexibility of management not so readily possible, if at all, under government regulations and (c) compensation not permitted by regular government pay scales. (A recent DOD survey of its outside contract research in the operations research field showed that 10% of the personnel were receiving salaries above the top supergrade level.)

While more formal provision for the establishment and funding of permanent research organizations has been proposed, they have not been adopted. At one time, for example, the Bureau of the Budget suggested that the Secretary of Defense should be given authority to create necessary research institutes. In the absence of a legislative basis there is always the threat that a simple change in funding arrangements might lead to the sudden elimination of an important research asset. To meet this concern a number of the research organizations are seeking to diversify by obtaining contracts from several government agencies and from private industry. The Stanford Research

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Institute has been built up on the basis of a balanced contract research program divided between the government and industry.

Security arrangements covering contract research vary from case to case. In some cases a consultant or institution is dealt with on an unclassified basis, although one or more persons involved may find it necessary to have a clearance should classified information be used. In other cases due to the subject and nature of the information involved, security clearances are required and physical security measures are taken to protect documents and discussions at the site of the research. Certain agencies require full field investigation for consultants regardless of the subject matter. Generally, security requirements with respect to individuals and organizations, while occasionally causing some delay, are not regarded as an undue burden.

#### VI. Privately Financed and Conducted External Research

Privately financed and conducted research, although it has certain limitations from the point of view of the policy maker, nevertheless contributes a potentially valuable asset. There is no doubt that the lone scholar has contributed, and can contribute in the future, fundamental insights. Moreover, certain universities and research centers, as a result of unique leadership or other factors may become an authoritative source of information in the nation on particular problems or areas. Both the individual scholar and the independent research center can from time to time provide new ideas and

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concepts for thinking about policy problems and for evaluating the effectiveness of operations.

There is increasing interest in universities and other private institutions in making contribution in the national security field. During the past few months, for example, representatives from Harvard University, MIT, Northwestern University, Ohio State University, and Chicago University among others have been in touch with the government with offers of further cooperation. These universities and others represent a substantial asset especially if linked with the policy process more fully than at the present time. The use made of university resources by the Senate Foreign Relations Committee suggests some of the possibilities.

Inter-university associations and groups also represent assets which have a potential for contributing ideas and analyses useful to the policy maker. Many academic associations have devoted an increasing proportion of their annual meetings to national security problems. The National Security Committee of the Social Science Research Council is making an important contribution in fostering teaching in the field of national security in colleges and universities. It has also been helpful in identifying useful research potential.

Privately controlled funds for research in the general security area are also available in non-profit organizations like the Institute for Defense Analyses and Rand which have funds available for their own use. The Institute for Defense Analyses has sponsored an informal organization of young natural

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scientists located in a number of colleges and universities throughout the country for the purpose of obtaining their contribution to problems confronting the government. The Institute is also in the process of organizing a similar group constituted from the social sciences. The National Academy convenes seminars of outside scientists to consider problems of interest to the government.

Private research is limited by a lack of current, systematic and continuing information about the problems of the policy maker, by restrictive and often short range financing and by the lack of organized contact with the government at an appropriately high level. Furthermore, private research, particularly in the social sciences, tends to deal with past problems or with problems that may have been current at the time the research was undertaken; but because of the tempo of private research, these problems tend to be no longer current by the time the project is finished.

There would thus appear to be a need for the government to take the initiative in acquainting the private research community with the present and prospective problems of the policy maker in the area of national security and in fostering and encouraging the necessary private organization so that they may make sustained and competent research responsive to the needs of national security.

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for the general field of national security policy research if the contacts were main-  
tained through the Executive Office and on a periodic basis. In this way,  
the significance and importance of the projects in the eyes of the private re-  
search community would be enhanced. This type of organization would also  
facilitate the securing of funds from the foundations to finance private research.

**VII. Views of the Agencies on the Need for Clearing House and Coordinating  
Arrangements and Additional Capability for Research Bearing on  
National Security Policy**

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The agencies surveyed agree on the need for improved arrangements  
within the government for bringing research to bear on national security  
problems. Suggestions for accomplishing this are diverse but have as their  
common core the desirability of a central point of focus within the NSC structure.  
In addition, a number of the agencies feel that increased capability is required for  
research on broad national security questions. However, a Rand type organiza-  
tion is not favored.

Suggestions with respect to the need for improved arrangements were as  
follows:

A. Within the NSC-OCB staff structure establish an office which would:

- (1) Serve as an information center on governmental and non-  
governmental research in the field of national security policy.
- (2) Suggest to responsible government agencies and organizations  
ways in which their research projects could be more closely related to prob-  
lems and proposals in the field of national security affairs.

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(3) Stimulate relevant research by interested private institutions and research organizations which are willing to devote their own resources to such projects. (OCB)

B. Additional coordination of research relating to national security policy formulation is desirable...a clearing house for information on work in progress is more feasible (and often more useful and meaningful) than a clearing house for reports. Rather than attempting to establish a library, a small "research" staff attached to the NSC could be alert to and aware of research going on inside and outside of government, bearing on their particular area of assignment. (Office of Special Assistant for Science and Technology).

C. A very useful purpose could be served by collecting all available policy materials and studies including classified documents, into one library or policy research office and by establishing procedures for informing personnel of government who are concerned with national security policy concerning those of special significance. This function could perhaps be assumed by the NSC-OCB organization. (Bureau of the Budget)

D. A complete listing of all government-sponsored research...would probably defeat its purpose. More desirable would be a highly placed, highly selective, largely informal effort to identify and disseminate research findings with national security implications. (OCDM)

E. There is probably a need for additional arrangements within the government for the coordination of research relating to national security policy formulation...as a first step the NSC staff might act as a clearing house for

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information relative to national security policy research accomplished, in progress, or proposed. (Department of Defense).

F. There is a need to strengthen the arrangements within the government whereby:

(1) Requirements for contractual research are coordinated among interested government departments and

(2) Results of that research are made available throughout the government (State).

G. The intelligence community ought to know more about research oriented toward policy formulation...hence, a "clearing house" for information might be a step in the right direction. Coordination...might serve to broaden the usefulness to other agencies of research projects which might otherwise be directed solely toward meeting one agency's needs (CIA)

H. For better coordination and utilization of studies of the psychological aspects of national security policy, establish an OCB committee to survey the scope of research and facilitate the coordination of research operations (USIA).

I. Give serious consideration to the establishment of a clearing house for information about national security policy research...in addition such an office could maintain liaison with private research organizations interested in knowing the subjects on which the government would appreciate having the benefits of private research (Treasury).

J. There exists a need for additional arrangements for coordinating... research relating to national security policy. Basically, this relates to a central clearing house where all national security policy research projects

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accomplished, underway, or proposed could be indexed, evaluated, and disseminated to those agencies and departments having an interest and responsibility in the several areas. Proposed projects or programs of one agency or department might thus be modified or extended to provide needed research by one or more other agencies and departments (Commerce).

K. There would be much to be gained and nothing to be lost by the establishment of a clearing house for information relating to national security policy research (National Science Foundation).

L. Some advantage can be seen in a centralized clearing house for information about national security policy research but there is no certainty that the need exists at this time for an additional coordinating mechanism (Justice)

Suggestions for the provision of increased capability for research in support of national security policies were as follows:

A. One of the functions of an office in the NSC-OCB staff structure concerned with research should be to act as an instrument whereby research projects could be assigned on contract to existing research organizations such as the Council of Foreign Relations, the Institute for Defense Analyses, or Rand (OCB).

B. Consideration should be given to establishing panels of expert consultants attached to the Special Assistant to the President for National Security Affairs for varying periods of time, similar to the way the National

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Advisory Committee and its panels are related to the Special Assistant to the President for Science and Technology. In this way the Special Assistant for National Security Affairs can, in consultation with the NSC and the Planning Board, formulate the policy issues needing study and research...it would bring to bear the abilities of the best qualified individuals for a given policy problem in a way that would not be possible with a permanent group of experts under Rand or IDA...Such panels would be backed up by research in depth inside and outside of the government agencies.

The research base on which outside consultants could be expected to rely is inadequate in a number of areas, particularly in the social sciences (Special Assistant for Science and Technology)

C. It might be well to consider the establishment of a roster of research specialists who could be called upon to study specific questions, such people to be placed on the roster only on agreement to be readily available and to devote undivided time to the assigned research projects (CFEP)

D. In its report to the NSC on the adequacy of government research programs in non-military defense the National Research Council of the National Academy of Sciences concluded that the most serious gap existed in over-all research. It emphasized the fact that national research planning was a complicated "systems" problem which must be investigated in its totality...whatever the specific arrangements...strengthen research report for national security planning (OCDM)

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E. Establish...an organization to perform research on broad national security questions as an integral part of the NSC machinery. Such an organization should not attempt to duplicate whatever research is being done, or is capable of being done, by the participating departments and agencies of the NSC, but should concentrate on integrating, in the most meaningful ways, research being done both in and out of government and of performing, on a broad basis, such research as it alone would be peculiarly qualified to do (DOD).

F. Research in depth on the broad and increasingly complex problems affecting our national security is a highly desirable goal. These problems increasingly require the interrelating of so many different disciplines that such research is almost indispensable in order to provide the policy maker with a satisfactory basis for decision.

There are many pro's and con's to the proposal to establish a government supported research organization at the Executive Office level...the suggestion seems sufficiently desirable in principle to merit careful examination (CIA).

G. Encouragement should be given to government agencies to expand inquiries into the psychological facets of national security policy...encouraging the scope and coverage of the inventory of basic communications research in the universities and elsewhere...encourage the expansion of research on American private communications abroad (USIA).

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H. A possible gap exists in responsibility for doing research on the broadest questions relating to national security. When all research sponsored by individual agencies is taken into account there still may be areas so broad, such as correlation of all research undertaken, that no single agency may feel called upon or may even recognize the need for such research. On the other hand, we believe that the coordination of national security research and its actual undertaking is preeminently a government function. A great deal of specialized knowledge and expert judgment is acquired by people actively engaged in such work. Since this type of knowledge tends to build up over the years, we feel that it should be undertaken directly by the government and not by a government-sponsored organization.

We would, therefore, recommend that there be attached to the Executive Office an office...to either undertake or secure the undertaking by other government agencies of research on broad national security questions. While this would come very close to the establishment of an Office for the coordination of such research, we believe that the concept we are recommending would permit greater latitude and, therefore, more imagination to be exercised by individual agencies while still assuring total coverage. (National Science Foundation).

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